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26 May 1971

FILE

Training

TO : Executive Director-Comptroller

THRU: Deputy Director for Support

L/R/S

26 MAY 1971

1. Here is the final draft of the Task Force Report on the National Interdepartmental Seminar to the Under Secretaries Committee. The principal changes are:

a. Much greater emphasis on formulation of foreign policy and much less on the narrow subjects of "internal defense", counterinsurgency, and the like. In fact this represents a change which has been developing steadily over the past several years.

b. Broadening the course to treat U.S. foreign policy around the world, not just in the underdeveloped countries.

2. One thing that remains unchanged is the CIA quota of eight participants in each of the six runnings per year. I went along with this in the feeling that one of the greatest values of the course for CIA is the opportunity for good representatives to educate the rest of the community on CIA's contribution to the whole.

3. I have signed off on this as a member of the Task Force, but it is understood we did not commit our agencies to final endorsement of the report. That will come when the members of the Under Secretaries Committee approve it.

HUGH T. CUNNINGHAM
Director of Training

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MORI/CDF Pages 1-11

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MAY 21 1971

M E M O R A N D U M

TO : Chairman, Under Secretaries Committee
FROM : William B. Macomber, Jr., Deputy Under Secretary
SUBJECT: Review and Recommendations on the National
Interdepartmental Seminar (NIS)

The Special Working Group which you asked me to organize has completed its review of the National Interdepartmental Seminar. The group considered the following four options:

OPTIONS

1. That the NIS be abolished on an assumption that it has served its purpose and is no longer relevant to the needs of the decade ahead.
2. That the NIS be continued in its present form and with its present stated objectives.
3. That the NIS be abolished and that an entirely new set of objectives be established.
4. That the NIS be converted to a Seminar for foreign affairs executive-level personnel building on the present NIS but more broadly focused on the dynamic process of policy coordination and implementation within a context of domestic realities as well as current foreign policy issues and national security objectives.

Summary Conclusions and Discussions

1. The NIS was found to be serving a continuing useful purpose.

Each participating agency representative canvassed his own area of responsibility and in the process interviewed recent graduates of the NIS, participants who were currently attending the 54th Session, and solicited views of user Departments and offices.

While several members indicated problems of funding and in making senior personnel available during a period of stringent budgets and heavy work pressures, all of the participating members found that their respective agencies supported the concept of a short interagency training program for appropriate senior officers assigned overseas or appropriate foreign affairs positions in the United States.

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It was noted that the NIS is the only existing vehicle that brings together any significant number of senior officers from the foreign affairs agencies (STATE, DOD, AID, USIA and CIA) who are assigned to program direction positions If it were eliminated, a new vehicle would probably sooner or later have to be created for the purpose of dealing with increasingly

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-3-

complex issues and the processes of policy formulation, implementation and coordination.

2. Any continuing program should be broadened to focus on the process of policy formulation, implementation and coordination, within a context of domestic realities as well as current foreign policy issues and national security objectives.

In the context of the proposed broader charter, the issues of "internal security" and "problems of developing countries" would continue to be a necessary element in the program but would be cast in the broader context.

More attention should be paid to the policy making process within the DOD patterned on the format now used to examine STATE and the national security processes.

The Working Group also felt that the program should be operated under a charter broad enough to undertake short conferences on a variety of subjects and problems of current concern. As an example, the Group cited the Coordination Conference for Directors of Training on Foreign Internal Defense conducted once a year and the interagency Population Conference now conducted by the NIS at the Airlie House four times a year.

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While the NIS has moved during the past several years to broaden its focus, it still suffers from a lingering image as solely a "Counterinsurgency Course". To overcome this image, it should not only be given a broader mandate by the Under Secretaries Committee and the NSC, it should also be renamed to signify this change.

Because the NIS already provides an existing framework and many of the program elements considered useful, it was the consensus of the Working Group that while some changes are desirable, an entirely new program was not necessary. Several agency representatives expressed concern that budgetary problems might arise if the NIS were to close and a new organization be attempted during a period of stringent economy measures. The Working Group concluded that it was more prudent to modify the NIS than to abolish it and start over with something entirely new.

3. Participation should be broadened to include appropriate executive-level program direction personnel assigned to any part of the world. It should also be opened selectively to executive-level personnel involved in foreign affairs from domestic federal agencies.

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Required participation in the NIS has in the past been limited to senior personnel of the primary foreign affairs agencies assigned to developing countries.

It was the consensus of the Working Group that with an increased focus on the process of policy implementation and coordination, the distinction, for training purposes, between persons assigned to developing versus developed countries is not significant and should be eliminated. Also, with the increasing involvement of domestic agencies in international problems and programs, it was felt senior personnel of these agencies who have a direct interest in international problems and programs should, on a selective basis, be invited to participate.

4. To be viable in terms of full active participation the new program should not exceed 3 weeks in length.

The Working Group observed that the present NIS has progressively been reduced from 5 to 3 weeks because of the difficulty participating agencies were experiencing in releasing senior personnel for such a course. It concludes that a longer program would not be feasible.

5. The Seminar should continue to be conducted by a faculty of representatives from the five principal foreign affairs agencies, under the chairmanship of the representative of the Department of State.

The Foreign Service Institute has within the past year acquired new and more adequate facilities for the Seminar. It also has substantial experience in conducting interagency training programs. The group sees no reason to change the present physical and administrative arrangements.

6. The Seminar should continue to be operated on a shared funding basis by STATE, DOD, AID, USIA, and CIA. Participation of personnel from other agencies should be on a tuition basis. New quotas adjusted to reflect past experience should be established. If approved by the main participating agencies, financial support would be based on the following quota percentages:*

<u>AGENCY</u>	<u>PRESENT QUOTAS</u>	<u>FY-1971 ACTUAL PARTICIPATION</u>	<u>PROPOSED QUOTAS: Session</u>	<u>Total</u>	<u>PERCENTAGE OF SUPPORT</u>
STATE	96	43	12	72	20%
DOD	80	118	16	96	27%
AID	90	40	12	72	20%
CIA	48	39	8	48	13%
USIA	30	19	5	30	8%
OTHER	—	—	7	42	12%
TOTAL	344	259	60	360	100%

*Past and proposed budget attached.

RECOMMENDATIONS

1. That the Under Secretaries Committee issue a memorandum directive to the principal participating agencies:

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(a) To redesignate the NIS on Problems of Development and Internal Defense as the Foreign Affairs Executive Seminar effective July 1, 1971.

(b) To broaden the focus of the Seminar and give more stress to the process of policy implementation and coordination, within a context of domestic realities as well as current foreign policy issues and National Security objectives. In carrying out this objective the Seminar should continue to give balanced attention to problems of "development" and "internal defense" and also, to the policy-making process as it affects national security.

(c) To plan the Seminar for a period not to exceed 3 weeks in length and to offer it at frequent enough intervals throughout the year to meet the demands of senior personnel assigned overseas.

(d) To open the Seminar on a selective basis to senior personnel from the domestic agencies who have international program responsibilities.

(e) To continue to serve as the focal point for training guidance on foreign internal defense and in addition, to provide short interagency courses on timely issues of concern to senior officers.

(f) To establish a system of staff rotation so that the Seminar will have a continuing influx of fresh experience.

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(g) To conduct an interagency program within the framework of the FSI called the Foreign Affairs Executive Seminar which shall be headed by a Chairman appointed by the Department of State.

A review committee composed of one representative from each of the primary supporting agencies shall be established under the Chairmanship of the Director of the FSI. The Committee shall report annually at the end of the fiscal year on compliance with this directive to the Under Secretaries Committee or more frequently if requested by one or more members of the review committee.

(h) To assign senior executive-level or program direction personnel who are assigned overseas to the Seminar in anticipation of such assignments regardless of whether the onward assignment is to a developing or developed country. Officers assigned to ~~specified~~ ^{appropriate} foreign affairs positions in the U.S. should also be nominated for attendance.

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(i) To provide financial and staff support to the Seminar on a shared basis.

Enclosures:

1. Syllabus
2. Draft Directive
3. Special Working Group Membership
4. Proposed Budget FY 1972

ESTIMATED SHARED EXPENSES OF OPERATING
THE FAHS IN FY-72
BASED ON PROPOSED NEW QUOTAS

	<u>Student Quota</u>	<u>%</u>	<u>Total Program Costs</u>	<u>Less Agency Personnel Contributed</u>	<u>Reimbursable Cost Per Agency</u>
STATE	72	20.0	\$ 66,049	\$ --	\$ 66,049
DOD	96	26.7	88,175	57,910	30,265
AID	72	20.0	66,049	33,908	32,141
OA	48	13.3	43,923	30,660	13,263
USIA	30	8.3	27,410	30,410	(3,000)
OTHER*	<u>42</u>	<u>11.7</u>	<u>38,639</u>	<u>--</u>	<u>38,639</u>
TOTAL	360	100.0	\$330,245	\$152,888	\$177,357

NOTE: Under the proposed budget, the average cost per capita - per quota would be \$917.

* Should tuition enrollment from other agencies not materialize, the charges to the primary agencies would be proportionately increased.

NIS GROSS COSTS

FISCAL YEAR		SALARIES	OPERATING COSTS	OVERHEAD	TOTAL
1969	Actual Obligations	347,783	15,156	54,783	417,722
1970	Actual Obligations	313,548	27,539	40,447	381,534
1971	Projected	270,954	16,293	26,639	313,886
1972	Projected May 4, 1971	279,083 ^{/1}	23,591 ^{/2&3}	27,571 ^{/2}	330,245

/1 3% Annualization of American Salaries

/2 3.5% Cost of Living Index

/3 Additional Operating Costs, \$2,800 Update Library,
\$1,300 Transition, \$2,400 Travel

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